

Chapter 3

Fiscal Planning and Public Facilities

Approximately 83,000 new residents arrived during the past decade doubling the demand for local services. Almost overnight, the County has had to plan, fund and build virtually a new community. As illustration of the enormity of the public investment, the capital improvements program between fiscal years 2001 and 2006 is expected to be approximately \$1.08 billion, not including the costs of long-term financing.

As this fiscal challenge began to unfold in the 1990s, a management strategy evolved to enable the County to anticipate and to accommodate the dramatic increase in service and facility demand. This strategy is innovative for local government, involving the full integration of land use planning, fiscal management and facilities planning. The County began moving toward this approach in the mid-1990s, after members of the Board of Supervisors became concerned about the potential fiscal impact of anticipated growth. At the Board's direction, key planning tools were developed over a period of years to help ensure that Loudoun County remains a well-served community with a high quality of life and an economic balance to allow an affordable tax rate.

Funding and Fiscal Management

Until the 1980s, the federal, state, and local levels of governments shared the cost of providing public facilities for education, transportation, and public water and sewer. However, over the past twenty years, the federal government has withdrawn as a major funding partner to states and localities, placing the financial burden for the provision of local public facilities and services almost exclusively on state and local governments. That downward trend is reflected in county budgets.

In 1979, the federal government provided 4.3 percent of the revenue for the local budget. In fiscal year 2001, the federal share is expected to recede to only 1.2 percent. At the same time, state revenue, when adjusted for inflation, has not kept pace with the fiscal demands of the growth that Loudoun has experienced over the past decade. The state's funding share of the County budget also has declined. In 1979, the Commonwealth provided about 21 percent of the County's annual operating revenue. In fiscal year 2001, this is expected to decline to 12 percent.

Meanwhile, the County's expenditures have climbed substantially in an effort to keep up with population growth; to catch up to the increased service expectations of the community; and to recover from the expenditure and service reductions from the recession of the early 1990s. Actual expenditures increased 107 percent between fiscal year 1990 and fiscal year 1999, when they exceeded \$407 million. The largest increase during the period was County expenditures for schools. The County spent \$103.3 million more for school operations in FY99 than it did in FY90. The second most significant increase was spending for capital facilities. Combined expenditures for capital facilities and for the annual payment on long-term capital debt increased by 169 percent, from \$39.3 million in FY90 to \$105.5 million in FY99.

Robust economic development has been a vitally important source of new revenue to bridge the funding gap. In fiscal year 1990, the commercial sector comprised less than 20 percent of the tax base. By fiscal year 2000, it was funding 22 percent of the real property tax base and 30 percent of the personal property

tax base. However, even with that increased revenue, County expenditures per capita dropped significantly during the period, reflecting the strain that rapid growth is having on the County's ability to maintain acceptable service levels.

The primary source of County revenue is home-owners, who fund the largest share of public costs of growth with real property taxes, personal property taxes, service fees, utility taxes and sales taxes. The majority of capital facility expenditures have been funded through general obligation bonds; however, the County has/does receive assistance from the development sector through proffers.

A. Fiscal Planning and Budgeting

Recognizing the critical relationship of development and service demands, the County has sought to offset the negative fiscal impacts of residential development by encouraging a fiscally favorable balance between residential and non-residential development. Phasing growth based on the availability of adequate public facilities and distributing the costs of growth more equitably have also been at the forefront of the County's strategy. Over the years and to this end the County has implemented an integrated approach to fiscal and land use planning. The strategy begins with the comprehensive plan, which includes the *Revised General Plan*, *Revised Countywide Transportation Plan* and associated documents. The Plan establishes the development potential of the County by planning the residential and non-residential uses of the land.

The Board of Supervisors' Fiscal Policy provides accounting, budgeting, and financial management directives that, among other things, place limits on how much long-term debt the County will incur to build public facilities. Within the parameters of those documents, the delivery of services and public facilities is planned.

The County's Fiscal Impact Analysis Technical Review Committee, comprised of citizen representatives supported by County and School staff, provides annual forecasts of development activity and service costs over twenty years. The Committee's Annual Update of the Demographic, Revenue, and Expenditure Modules and 20-Year Growth Scenarios is based on a fiscal impact model developed for the County in the early 1990s.

Service Plans and Levels for each department and agency that are adopted by the Board of Supervisors establish the number of facilities that the County will build. The Service Plans and Levels establish service delivery levels and capital facility standards based upon specific demographic factors (per capita, per square foot, etc.). The Board of Supervisors selects the service level. The table, History of Service Plans and Levels on pg. 3-3, depicts the history of service plans.

History of Service Plans and Levels

	Department or Agency	1986-1987	1989-1990	1994-1995	1996-1997	Est. 2001-2002
1.	Parks, Recreation & Community Services	X	X	X	X	X
2.	Area Agency on Aging**		X	X	X	X
3.	Social Services		X	X	X	X
4.	Sheriff's Office			*	X	X
5.	Housing Services			X	X	X
6.	Library Services			X	X	X
7.	Mental Health/Mental Retardation		X	X	X	X
8.	Fire and Rescue Services		X	*	*	X
9.	Cooperative Extension Office		X	*	*	*
10.	Health Services		X	X	X	X
11.	Animal Care and Control			*	X	X
12.	Comprehensive Services Act			X	X	X
13.	Juvenile Court Service Unit					X
14.	Solid Waste Management					X
15.	Schools			*	*	
16.	Other governmental functions***			*	*	

X Completed Service Plan

* Adopted Service Levels

** Agency merged with Department of Parks and Recreation in 1996.

*** Consolidated or co-located functions of general government and judicial administration agencies and departments.

Based on the County's projected population growth and the adopted service levels, a ten-year Capital Needs Assessment is prepared to project the type and number of capital facilities that will be needed to serve the public. With that longer view in mind, the Board then adopts a six-year Capital Improvement Program that schedules the financing and construction of public facilities. Actual and projected capital expenditures are approved annually, when the Board also passes the operating budget. The adopted Fiscal Plan reflects the estimated and projected costs of providing County services for two fiscal years, with appropriations made for only the first year of the biennium.

As indicated in the table, Strategic Management of Loudoun's Growth: The Planning Tools on pg. 3-3, these planning tools must be updated regularly to remain current in an atmosphere of rapid change.

Strategic Management of Loudoun's Growth: The Planning Tools

Document	Planning Horizon	Update Frequency
General Plan	20 years	Every 5 years
Area Plans	Indefinite	As needed
Service Plans and Levels	20 years	Every 4 years
Capital Needs Assessment	10 years	Every 2 years
Capital Improvements Program	6 years	Every year
Operating and Capital Budgets	2 years	Every year

This management strategy has enabled the County to anticipate and to plan for the fiscal impacts of growth, providing built-in protection for the taxpayers. The County intends to continue using cash to pay at least 20 percent of the cost of new facilities, thereby reducing the cost of long-term financing. That policy will take on even more significance in the second half of the current decade, when the County's annual payment on

long-term debt is expected to exceed \$97.5 million—an amount equal to half of the County’s total expenditures in fiscal year 1990. Between fiscal years 2001 and 2010, the cumulative debt-service payments are projected to exceed \$957 million.

Fiscal Planning and Budgeting Policies

1. The County is best served by seeking to meet the goals of an effective fiscal policy as stipulated in the Board of Supervisors’ Fiscal Policy originally adopted December 17, 1984, and as subsequently amended.
2. The County seeks to maintain an affordable real-property tax rate by balancing, on a timely basis, residential and non-residential development in conformance with the overall policies of the *Revised General Plan*.
3. The County will seek further revenue diversification, which will increase fiscal stability and thereby, mitigate tax burdens on Loudoun County taxpayers.
4. The County will seek the provision of necessary public facilities, utilities, and infrastructure concurrent with development through a variety of mechanisms such as proffers, user fees, impact fees, and special taxing districts.
5. Local funding sources, either as “pay-as-you-go” funding or bonded indebtedness, will continue to be a major funding source for County public facilities and services.
6. The County will direct the majority of public investments into currently developed communities, towns and areas of the County where development is planned according to the Comprehensive Plan and in observance of standards and levels as approved in the Board of Supervisors’ Adopted Service Plans and Levels and as subsequently amended.
7. The County will consider proposals of the timely dedication of land, cash, and in-kind assistance from the development community in the provision of needed and/or mandated (by federal or state government) public facilities identified in the adopted Comprehensive Plan, Agency Service Plans, area management plans, the Capital Improvement Program or the Capital Needs Assessment Document.
8. Consistent with the Va. Code Sec. 15.2-2283 and 15.2-2284, the County will consider the adequacy of public facilities and services when reviewing any zoning application for more intensive use or density. To fairly implement and apply this policy, the County will consider the following:
 - a. existing facilities;
 - b. facilities included in the capital improvements program;
 - c. the ability of the County to finance facilities under debt standards established by its fiscal policies;
 - d. service level standards established by approved service plans and the effect of existing and approved development, and the proposed development, on those standards;
 - e. service levels on the existing transportation system; the effect of existing and approved development and the proposed development of those service levels and the effect of proposed roads which are funded for construction;
 - f. commitments to phase the proposed development to the availability of adequate services and facilities; and

- g. other mechanisms or analyses as the County may employ that measure the adequacy of such services and facilities for various areas or that measure the County's ability to establish adequate services and facilities.
- 9. The County expects that proposals of public facility and utility assistance by residential developers would be in conjunction with any rezoning request seeking approval of densities above existing zoning.
- 10. The County will seek to ensure that an equitable and a proportionate share of public capital facility and infrastructure development costs that are directly attributable to a particular development project will be financed by the users or beneficiaries.
- 11. The County will fund the balance of capital facilities expenditures and operational service expenditures which are not financed through other mechanisms, according to existing Countywide Fiscal Policies adopted by the Board of Supervisors on December 17, 1984, or as subsequently amended.

B. Proffers

Proffers are voluntary commitments that a developer makes to the County to offset the impacts of a proposed development and which assist, among other things, in improving the public infrastructure needed to serve new residents or users of his/her development. The proffer system is one of the tools used by the County to secure the public infrastructure needed to support new development.

Proffers include monetary contributions toward capital facilities such as schools, parks, libraries, roads and other public facilities. Proffers also may include dedication of property for the future siting of schools, parks, trails, roads, and other facilities, and/or agreements to construct public facilities and to have them in place to serve future development. The developer submits the proffers in writing when applying for the rezoning. Once the County approves the rezoning request, the proffer agreement becomes an enforceable zoning regulation and runs with the land until a subsequent rezoning. The County holds the signed agreement and reviews it for implementation during and after the site plan and subdivision processes preceding actual development.

The proffer system has advantages and disadvantages. The key advantages are that it is voluntary and flexible, which allows contributions to be tailored to specific capital needs at the time. Using the proffer system as a means of partially financing and planning for public improvements has serious drawbacks. The proffer system is a reactive system based on the market and on development decisions made by individual landowners. There is uncertainty about which or when land development proposals, particularly non-residential projects, actually will be built. Since some major capital improvements proffers are tied to a threshold level of development, there is a risk that capital facility improvements will not be made in a timely fashion. In addition, because of the zoning map amendment process, proffers are negotiated on an application-by-application basis, and the resulting proffers may be limited in their flexibility and applicability due to the specific context of the individual zoning map amendment. Major capital improvements proffers in addition to roads often are tied to a threshold level of development, and proffered public facilities such as school sites may be needed by the County before they are built.

The voluntary nature of the system makes it unreliable as a guaranteed source of significant levels of capital funding. Historically, Loudoun County proffers have offset only a minimal percentage of projected capital expenditures. In addition, multiple goals and the unique conditions of each project make it difficult for the County to negotiate proffers consistently from case to case and to strategically fund the Capital Improvements Program. The County will continue to use the proffer system, but must seek alternative methods of funding needed public improvements.

Proffer Policies

(Also see Chapter Eleven, Proffer Guidelines, pg. 11-1)

1. Until such time as the General Assembly grants authority for other options, the County will continue to use the proffer system to assist in funding capital facilities costs associated with new development. The County will structure residential proffer guidelines on a per-unit basis, based upon the respective levels of public cost of capital facilities generated by the various types of dwelling units (i.e., single-family detached, single-family attached, or multi-family land development pattern). Non-residential costs will be structured on a per-square-foot basis based upon the public cost of capital facilities appropriately attributable to such use (as defined in the Zoning Ordinance).
2. The County will use the Capital Intensity Factor (CIF) to determine capital costs in evaluating proffers. The County's CIF will be reviewed and updated on a biennial basis.
3. To assist the County in an equitable and uniform evaluation of proffers, the County anticipates that developers will assist in providing capital facilities and transportation improvements according to the capital facilities contribution guidelines established in the implementation section of this Plan, and the transportation proffer policies contained in the *Revised Countywide Transportation Plan* (Revised CTP). To achieve the maximum permitted densities in residential communities; the Board of Supervisors anticipates evidence of participation in an open-space preservation program. (Specific capital facilities and open-space proffer guidelines are contained in Chapter Eleven of this Plan.)
4. Specific proffer guidelines may be amended through the area plan process.
5. In addition to capital facilities improvements, the County anticipates that transportation proffers will be sufficient to mitigate the impact of traffic generated by the development throughout the road system.
6. Proffers involving cash contributions will provide for annual adjustments based on the Consumer Price Index (CPI).
7. Proffers may be phased.
8. For the purposes of evaluating proffers for public use sites, the per-acre value for land that does not require any improvements to be completed by the developer will be determined by appraisal of the market values of the site based upon comparison of properties with similar densities suggested by the Planned Land Use Designation in the *Revised General Plan*. The appraisal shall be paid for by the developer and provided to the County. For improved sites, the following shall be taken into consideration during proffer evaluation as applicable:
 - a. Site-preparation improvements such as clearing and grubbing, grading, stormwater management, erosion control, and related engineering and permitting costs.
 - b. A proportional share of improvements directly related to providing access to the site (pedestrian underpasses, construction of adjacent streets, trails, and sidewalks).
 - c. A proportional share of project infrastructure such as stormwater management ponds, sanitary sewer lines and major off-site and on-site roadways serving the site.
9. Proffers may include additional specifically proffered improvements, as consistent with adopted service plans and levels, the Capital Needs Assessment and the Capital Improvements Plan.
10. Proffers related to adult/retirement communities will be evaluated based on *Revised General Plan* proffer guidelines. The Board of Supervisors may consider differences between such uses and

conventional residential development (e.g., reduced numbers of school children, increased human services demand) in estimating the capital facilities needs associated with the development.

11. The County will develop a comprehensive approach to the review, approval and management of proffers that will implement the policies of this Plan. Such approach will recognize and seek to minimize adverse impacts and to maximize positive benefits to ultimate end-users and to the County as a service-provider.

Public Facilities

The County's early public infrastructure, consisting primarily of schools, was built in Leesburg and in the towns of western Loudoun that were the population centers for the first 200 years of the County's history. Significant residential development began appearing in the eastern part of the County during the 1960s and 1970s as the planned communities of Sterling Park and Sugarland Run developed. It was only then that the County began shifting some of its public infrastructure investment eastward. Eastern Loudoun now is home to nearly two thirds of the County's population and has received most of the public investment in new schools and facilities in recent years. Residential growth in western Loudoun has also led to the need for and construction of additional public facilities. (See Public Facilities Map, pg. 3-9)

As discussed earlier, the County's land use strategy is inextricably tied to the timing, costs and means of providing public facilities. Also, the location and design of public buildings, and schools in particular, are of primary importance. Such facilities play a special role in neighborhoods and communities. They are focal points and social and civic anchors. It is important that their location and design set the highest possible standards. The following general policies are intended to frame the County's approach.

General Public Facilities Policies

1. The Board of Supervisors' Adopted Service Plans and Levels identify the type and level of service to be provided to the community. All public facilities will be developed in observance of these Plans and Levels.
2. The County will determine the need for new public facilities and will identify suitable sites based on the *Revised General Plan*, appropriate area plans, land use and growth policies. The standards and levels of service for these public facilities are as prescribed in the Board of Supervisors' Adopted Service Plans and Levels.
3. The County recognizes the importance of civic buildings as gathering places and for establishing community identity. Because of their importance to the community, the County will set a positive example in terms of design and development of these facilities.
4. All public facilities will observe the location and design criteria as outlined in the comprehensive plan.
5. The County will consider the provision of suitable new public facilities, timely site dedications, upgrading existing facilities and operational assistance in order to mitigate the service impacts of a development proposal in making its decision to approve or deny the proposal.
6. The County will continue to seek private sector support for improvements or provision of current and future public facilities and sites.
7. The County will consider development community proposals of cash and in-kind assistance for public facilities in addition to the timely provision of dedicated sites.

8. The County encourages the co-location of County facilities where they are feasible and can function effectively as multi-purpose community facilities (e.g., community meeting space, shared parking, athletic fields, and integrated design).

A. Schools

The County's largest investment in public facilities is schools. Local school enrollment in some years has grown at a faster rate than the County's overall population. Ten years ago, 14,632 students attended Loudoun County Public Schools. During the 2000-01 school year, enrollment reached over 31,800, a 117-percent increase.

Since 1997, the enrollment increases have been dramatic, averaging almost 2,300 additional students per year. This trend reflects not only the County's rapid growth, but also its disproportionate share of young adults in their prime childbearing years who have been drawn to the region by the job market and more affordable housing than elsewhere in Northern Virginia. Almost a third of the County's residents in 1999 were ages 19 or younger, according to U.S. Census Bureau estimates. Of Loudoun's more than 46,000 children, the largest single age group in 2000 was for those under the age of five, at more than 14,700.

The heavy demand for services is placing significant pressure on the school system, which each year must hire hundreds of additional classroom teachers and staff, expand support systems, and open multiple new schools. Families endure the trauma of shifting school boundaries as new students are assimilated into the school system. The County, meanwhile, must generate resources to fund the building and operation of the schools and plan to meet future needs without placing an undue burden on the taxpayers. A new challenge is securing building sites for new schools that are cost effective but that also reflect their important social and civic functions in terms of location and design. In the past, the County has relied on the donation and timely delivery of proffered school sites from the development sector. However, the supply of sites has not kept up with demand or with the school system's construction timetable.

The school system's current inventory of facilities is grouped into six high school cluster service areas. Each cluster also includes a middle school and multiple elementary schools. With the planned opening of four additional high schools, the number of school clusters is expected to rise to 10 by 2005. (See Schools Map, pg. 3-11)

Currently, the school system's central offices are housed in multiple locations: a 75-year-old converted school building on North Street in Leesburg's historic district, the Douglass Support Center near Sycolin Road in Leesburg, the Staff Training Center (old Ashburn elementary school) and administrative offices at the old Round Hill elementary school. It is anticipated that nearly all administrative offices for the school system will be combined and located within newly constructed office space totaling nearly 112,000 square feet on approximately 8.5 acres.

The County also has two schools based in Leesburg that serve the special needs and interests of students through-out the system. Douglass School provides early-childhood special education, English as a second language, and an alternative secondary school. The Monroe Technology Center in Leesburg provides centralized vocational and technical programs for high school students typically in grades 11 and 12.

School Policies

1. The School Board will determine the need for new public school sites and facilities in Loudoun County. The County will coordinate with the School Board to identify suitable sites based on the *Revised General Plan* and its land use and growth policies in concert with the School Board's standards and levels of service as adopted by the Board of Supervisors.

2. The County will acquire school sites in advance of the School Board's recognized short and long-term future needs when these sites are not obtained by dedication from developers to minimize school transportation costs and to structure future planned growth.
3. The continued use of existing public school facilities will be supported through ongoing capital asset replacement and modernization of public school facilities to meet changing educational programs.
4. Public school sites should be located at the focus of the attendance area and will provide safe and convenient access for students. All public schools will be linked to adjacent neighborhoods by sidewalks or trails on both sides of roadways and crosswalks, and where possible, linked to greenways or trails.
5. School-related open space and athletic fields will be planned, designed and coordinated with the County's parks and recreation programs and facilities through a referral process.
6. When existing public schools must be replaced, the new facilities will be encouraged to locate in a manner that maintains or enhances the role of the school in the context and character of the adjacent community.
7. Proffered public school sites should be made available in the first phase or upon request of the County of every development proposal in order to assure the timely delivery of educational services to the community.
8. Whenever possible, new public schools in the Rural Policy Area will be located in or immediately adjacent to the Existing Villages, towns, and Joint Land Management Areas (JLMAs).

B. Library Services

An important measure of the overall health of a community is library usage, and Loudoun residents' usage is double the national average, according to the 1999 community survey. The County's library system includes six facilities: Rust Library in Leesburg, Eastern Loudoun Regional Library in the Cascades area, Sterling Park Library, Middleburg Library, Purcellville Library and Lovettsville Library. Only Rust, Purcellville, and Eastern Regional libraries are modern facilities. A seventh facility will open in Ashburn in 2003, and the Lovettsville Library is being expanded.

Additional projected needs include an addition and renovation of Rust Library for an expanded children's area, administrative offices and technical processing, and a new library in the Dulles community within the Suburban Policy Area. For residents with less access to branch locations due to distance or special needs, the Department of Library Services will provide mobile library services.

Library Services Policies

1. Library Services sites should be highly visible with direct access to a collector road, and connected to the pedestrian transportation network. Where appropriate, libraries should be located with or near other "high traffic" areas such as town centers and commercial areas.
2. The County will give priority to enhancement/ redevelopment to allow the continued use of existing libraries in western Loudoun through maintenance programs and modernization of facilities.
3. New libraries in western Loudoun will be located in the Existing Villages, towns, and JLMAs.

C. Fire and Rescue Services

Loudoun County Fire and Rescue Services is comprised of both a volunteer company system of 17 companies and the County's Department of Fire and Rescue Services. The volunteer companies are independent and have their own administrative and operational structures. Sixty percent of the 1,175 volunteers in the system are regularly active in providing fire, rescue, and emergency medical services. The companies operate 19 stations, all of which meet or exceed national and state equipment standards, and the volunteers are responsible for raising donations to acquire and maintain their equipment.

Future strategic siting of new facilities, career staffing, equipment and specialized services, including, but not limited to, hazardous materials response, mid-rise and high-rise construction, technical and tactical rescue operations, is critical to the County's efforts to successfully provide services in a dynamically changing, growth environment. As such, a comprehensive study of the fire-rescue system has been contracted by the Board of Supervisors and is ongoing. This study looks at fire and rescue services systemically and addresses facility, staffing, and equipment needs over the long term. The resulting strategic plan will provide long anticipated service level standards for fire and rescue facilities.

Site identification and acquisition is anticipated in accordance with the Plan's clearly delineated service areas and standards. In addition to planning for new or upgraded fire-rescue stations in, the various Policy Areas, (see Public Facilities Map, pg. 3-9), current initiatives include: expansion of the Fire and Rescue Services Training Center/Emergency Communications Center near Sycolin Road and replacement of the County's 911 emergency communications system.

Fire and Rescue Services Policies

1. Fire and rescue facilities will be sited in accordance with the standards and facility needs identified in the Board of Supervisors adopted Fire and Rescue Services Plan and station location/service area maps contained in the *Revised General Plan* and area plans.
2. As part of a rezoning, the County will require sprinklers to be installed in all new residential construction that is located in excess of the travel distance requirements in the Fire and Rescue Services Plan.
3. The County will require dry hydrants or tanks to be included in all new rural subdivisions of more than five dwelling units when no alternative water source is available on site.

D. Law Enforcement

The Loudoun County Sheriff's Office conducts all police activities, as well as the court-related services of a traditional sheriff's department. Because of this approach, the Sheriff's Office is an integral part of each enforcement step in the criminal justice system. In 1989, it became the first sheriff's office in Virginia to be accredited by the Commission on Accreditation for Law Enforcement Agencies (CALEA).

The annual number of calls for service from the Sheriff's Office has increased with the County's growth. In 2000, the number of calls is expected to exceed 96,000. Not reflected in that number is the changing complexity of the task. Loudoun's growing population is dispersed across a 517-square-mile coverage area. The population also is becoming more culturally diverse, with an increasing number of residents who do not speak English. Commercial growth presents additional challenges with the recent opening of two large destination retail centers that are attracting large numbers of visitors to the County. In addition, the sophistication of new corporations is requiring Sheriff's personnel to develop more expertise in information technology.

To sustain rapid response times, the County has opened three substations/offices in the Suburban Policy Area - Sterling Park, the Dulles Town Center Mall and University Center - and one in western Loudoun in the Town of Round Hill. Future combined facilities with Fire and Rescue Services are projected in or for the Suburban, Transition, Town/JLMAs and Rural Policy Areas. The Sheriff's Office headquarters also is being relocated from leased space in downtown Leesburg to the Government Service Support Center site near Leesburg Executive Airport.

E. Human Services

Every segment of the County's population is growing, including people with needs for the County's human services. Recent trends of particular importance to local agencies are the rising number of youths, senior citizens, and two income households, as well as Loudoun's increasing cultural diversity. These demographic patterns are requiring additional County services related to provision of affordable housing, affordable health care, affordable childcare, and community alternatives for youth, transportation and other public services. Waiting lists are extensive for many of these services.

Loudoun County's human service delivery system responds to this increasingly complex array of social needs with a variety of services and facilities. For the purposes of this Plan, human services are those provided by the Department of Social Services; the Department of Mental Health, Mental Retardation and Substance Abuse Services; the Juvenile Court Services Unit; Health Services; the Office of Housing Services; and the Victim Witness program of the Commonwealth's Attorney's Office. The central offices for these functions are typically co-located within the Loudoun County Government Center, the Shenandoah Building, or the Loudoun County Courts Center in Leesburg.

The Department of Mental Health, Mental Retardation and Substance Abuse Services operates a number of group supported-living residences. They include two homes in each of the following communities: Purcellville, Ashburn Farm, Cascades and Sugarland Run. Sterling and Leesburg each have one facility. To begin to meet current and future demand for housing, eleven additional homes are to be built in the 2001-2006 planning period - two in eastern Loudoun, one in central Loudoun, one in southern Loudoun, one in western Loudoun and six sites in locations yet to be determined. State funding is providing the capital to build a new supported-living residence in Leesburg for persons with serious mental illness.

Human Services Policies

1. New human service facilities will be located in the Suburban and Transition Policy Areas, Towns, JLMAs, and the Existing Villages with good access to commercial services to achieve adequate accessibility and integration of all clients.
2. Human service agencies will coordinate facility needs and location criteria for group care facilities to ensure adequate dispersal throughout the County.
3. The County will support and encourage public, private, and public/private partnerships to develop sustainable housing facilities to support the needs of special population groups, including the elderly, the mentally and physically handicapped, low income persons, and the homeless.

F. Parks, Recreation and Community Services

The Department of Parks, Recreation, and Community Services promotes safe and healthy lifestyles for local residents by providing recreational, cultural, and educational activities and services. The Department is responsible for developing and maintaining the County's park system, for developing and maintaining community centers and outdoor recreational fields and facilities, and for providing a comprehensive program of services to reach all segments of the population.

The Department provides services by geographic area to ensure that the maximum number of residents through-out the County is served. The Department's current inventory of facilities includes ten full-service community centers in Arcola, Bluemont, Purcellville, Leesburg, Lovettsville, Lucketts, Middleburg, Philomont, Sterling, and Sterling Park. There are also two regional parks - Claude Moore Park in Sterling and Franklin Park outside of Purcellville, which feature active and passive recreation, cultural facilities and programs. Banshee Reeks Park in central Loudoun offers passive recreation in a quiet, natural setting. There are two swimming facilities, one in Lovettsville and one at Franklin Park. There is a senior center in eastern Loudoun and senior cafés in Arcola, Leesburg and Purcellville. Athletic fields are located in various areas of the County and at most elementary and middle schools. There is also a system of small parks.

During the 2001-2006 capital improvements planning period, a central Loudoun regional park has been programmed (on the Shellhorn property). A recreation center and community park are planned for Broadlands, and small parks and recreation facilities either will be built or improved in South Riding, Ashburn, Purcellville, Round Hill and at the Northern Virginia Community College Loudoun Campus. Additional improvements are planned at Claude Moore, Franklin, and Banshee Reeks regional parks. Proposed improvements for additional community service facilities include a second Alzheimer's Respite Center for eastern Loudoun, a new multi-purpose facility with an emphasis on senior services programming at the former elementary school in Purcellville and a Teen Center at a site to be determined. Similarly, a series of trails and trail extensions is envisioned as being constructed as part of selected trail master planning efforts.

Parks, Recreation, and Community Services Policies

1. Current and future desired parks, athletic fields, and athletic fields and facilities associated with school sites shall be mapped as publicly owned components of the Green Infrastructure.
2. The County will continue to seek private sector support and state and federal funding for the provision of current and future Parks, Recreation, and Community Services facilities.
3. The County encourages the contiguous development of regional linear parks, trails, and natural open space corridors to provide pedestrian links and preserve environmental and aesthetic resources.
4. The County will support the Northern Virginia Regional Park Authority (NVRPA) and others in the acquisition of land and the development of facilities such as the Potomac Heritage Trail, extension of the W&OD Trail to Bluemont, and the Appalachian Trail, and the preservation of the Ball's Bluff Battlefield.
5. The County will continue to work with the U.S. Department of the Interior, the Conservation Management Institute, the Virginia Department of Historic Resources, the Northern Virginia Regional Park Authority, and the incorporated Towns to define and recommend areas for open-space preservation and development of a trail system that links the County's natural, historic, and recreational resources.
6. School related open space and facilities will be planned, designed, and coordinated with parks, recreation and community services facilities to function effectively as multi-purpose community facilities.
7. The County will continue to coordinate recreation planning efforts with the Towns to prevent duplication of services.
8. The County will provide for the extension of public utilities to public park sites in conformance with the sewer and water policies of this Plan.

9. Wherever possible, new active recreational facilities in the Rural Policy Area should be located near the Towns to reinforce the County's land use and fiscal policies.

G. Animal Care and Control

Animal control services are public safety services mandated by the state. The Loudoun County Department of Animal Care and Control operates the County's Animal Shelter and provides enforcement of its Animal Control ordinance.

Administrative offices and the shelter are located in a facility built in 1964 near the Village of Waterford in western Loudoun County. The facility has undergone expansion and modernization, and the larger kennel space with improved heating and cooling capacity will meet minimum state housing standards for the first time since 1980.

Because of the remote location of the Waterford facility, response times to calls from eastern Loudoun residents are typically 30 to 40 minutes. Response times to complaints from residents from the southern part of the Dulles Community are 45 minutes. The lengthy drive time reduces staff efficiency. Consideration of facility locations closer to the County's population center in future Capital Improvement Program periods is anticipated.

Animal Care and Control Policies

1. The County will determine the need for new Animal Care and Control sites and facilities in the Suburban Policy Area or Transition Policy Area in concert with the standards and levels of services prescribed in the Board of Supervisors' Adopted Service Plans and Levels.

H. General Government Combined Use and Judicial Administration

The County occupies general office space totaling 368,350 square feet. Sixty-nine percent of the space is owned by the County, and 31 percent is leased, some of it under lease-purchase arrangements. Owned facilities include the County Courts Campus, buildings that house the Department of Information Technology and the Fire and Rescue Services/Emergency Communications Center, and the Central Warehouse. Being purchased through lease-purchase agreements are the County Government Center and the Shenandoah Building, both in Leesburg.

Between 1990 and 2000, as the County's population nearly doubled, the increased demand for services required an expansion of the County staff that has maximized the use of available office and parking space. As a result, the existing inventory of County office and parking space for general government uses is nearly exhausted. Additional office and parking improvements are planned during the 2001-2006 capital improvements planning period. Capacity problems in the County's judicial administration also are being addressed. The Courts Renovation and Expansion project in downtown Leesburg is scheduled for completion in 2001. The scope of the Courts project includes replacing the existing jail, which no longer meets state standards and will be demolished. The County will also be constructing a County-owned facility for use by the Smithsonian Institution's Naturalist Center. The County will be working actively with the school system to determine the appropriate location of this facility.

General Government Combined Use and Judicial Administration Policies

1. New Government Combined Use and Judicial Administration offices and facilities in western Loudoun

will be located in the Towns and JLMAs.